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Proposed programme budget for the biennium 2010-2011

Revised estimates relating to the proposed programme budget for the biennium 2010-2011 under sections 2, 17, 18, 20, 21, 27, 28C, 28D, 28E, 28F, 28G, 29 and 36 related to business continuity management

Report of the Secretary-General

Summary

The present report is submitted in accordance with section III, paragraph 16, of resolution 63/268, in which the General Assembly, inter alia, requested the Secretary-General to submit a fully justified proposal for post and non-post resources in relation to the work under way on business continuity management in the context of the proposed programme budget for the biennium 2010-2011.

As the budget proposals of various departments and offices concerned with business continuity management had already been finalized prior to the adoption of resolution 63/268, the request of the General Assembly is being addressed in the present report.

The report describes the progress made to date in relation to business continuity and pandemic preparedness activities, clarifies the relationship with other ongoing initiatives and proposes a programme of work and related resource requirements for the successful implementation of business continuity management-related activities in all offices of the United Nations Secretariat, including offices away from Headquarters and regional commissions.

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I. Background

1. Since early 2006, with the emergence of a virulent strain of avian influenza known as A (H5N1), United Nations Headquarters, offices away from Headquarters and the regional commissions, as well as United Nations funds and programmes and agencies in New York, have invested considerable effort in pandemic preparedness actions, culminating in the development of the United Nations Headquarters pandemic preparedness plan. The most recent outbreak of a new strain of influenza A (H1N1) put the world on high alert, and the preparedness measures implemented were put to the test when responding to the threat posed by A (H1N1).

2. Planning for a potential pandemic started in 2005, originally under the office of the New York Pandemic Influenza Preparedness Coordinator; however, the need to expand such planning to include multi-hazards business continuity planning was acknowledged soon thereafter, and a small Business Continuity Management Unit was established following a decision made by the Senior Emergency Policy Team during the first quarter of 2007. The Unit is located within the Office of Central Support Services, Department of Management, and is responsible for ensuring the viability of the business continuity planning of the United Nations Secretariat, including offices away from Headquarters and regional commissions, in case of a pandemic or other emergency situation, and for coordinating business continuity planning with the United Nations entities located in New York.

3. The initial resource requirements for the pandemic preparedness activities were met through the utilization of the discretionary authority granted to the Secretary-General in resolution 60/283. Having considered the report of the Secretary-General (A/62/328) and the related report of the Advisory Committee on Administrative and Budgetary Questions (A/62/7/Add.2 and Corr.1), the General Assembly, by its resolution 62/238, took note of the report and requested that a comprehensive report on business continuity, including in the event of a pandemic, be submitted at its sixty-third session.

4. The General Assembly considered the requested report (A/63/359), as well as the related report of the Advisory Committee (A/63/584), at the first part of its resumed sixty-third session, in March 2009, and took note of the report and the work undertaken thus far with regard to business continuity management. The Assembly also requested the Secretary-General to further justify and develop the approach to business continuity and to resubmit the proposal, in the context of the proposed programme budget for the biennium 2010-2011, to the General Assembly at its sixty-fourth session. The Assembly, however, did not approve any additional resources for the biennium 2008-2009 for activities related to business continuity management.

5. Consequently, in view of the outbreak of influenza A (H1N1), it was deemed necessary to ensure that the various offices of the Secretariat, including offices away from Headquarters and regional commissions, are able to mobilize and maintain their critical functions. In order to meet the requirements for the related activities for 2009, the Secretary-General, under the provisions of resolution 60/283, sought the concurrence of the Advisory Committee on Administrative and Budgetary Questions to enter into commitments, under the discretionary authority granted in the resolution, of an amount totalling $8,190,000 for business continuity activities relating to ensuring preparedness for a potential pandemic. With the concurrence of

the Advisory Committee for an adjusted amount of $6,133,900, the requirements for the ongoing business continuity management-related activities in 2009, including pandemic preparedness, are being met through the use of the provisions of resolution 60/283.

II. Business continuity management

6. The vulnerability of the global operations of the United Nations, which cost almost $1 billion per calendar month, together with the potential impact on the millions of lives that are dependent on peacekeeping and humanitarian operations, cannot be overestimated. Any interruption of its operations could have dire consequences for the Organization's constituencies. Consequently, it is imperative that the Organization strengthen its business continuity management to ensure continuity of its critical operations at all times, including when faced with risks such as the threat of a pandemic, the localized sudden onset of disaster, technological failures, or military or terrorist-related incidents.

7. In terms of risks, contemporary society faces conditions that can be qualified as exceptional, including the threat of transnational networks of terrorist groups that have global reach and make common cause to pose a universal threat and can make even the most powerful nations feel vulnerable. As noted in the report of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide, entitled "Towards a Culture of Security and Accountability", "the explicit targeting of the United Nations represents a seachange among the threats the Organization faces at present and will continue to face in the foreseeable future" (para. 60). The events of 11 September 2001 in New York and the attacks on the United Nations facilities in Iraq in 2003 and Algiers in 2007 underscore the need to change the way that the United Nations thinks about business-interruption risks.

8. The varied nature of the threats faced by the Organization requires that a multi-hazards approach be taken to business continuity management. Business continuity management is an important business practice and should constitute one of the elements supporting the delivery of United Nations mandates, including that of ensuring the health, safety and security of its staff. It is fundamental to reducing organizational risk and loss of reputation in case of business interruptions.

9. Business continuity management may be defined as a holistic management process that identifies potential impacts threatening an organization. It provides a framework for building resilience and the capability for an effective response that safeguards the interest of its key stakeholders, reputation, brand, and value-creating activities.[1] In short, business continuity management is a management process that strengthens an organization's ability to respond to risks and to maintain continuity of critical business processes at a minimum agreed level following disruptive events.

10. The implementation of business continuity management ensures that the impact of disruptive events on an organization is minimized and that the latter can recover from a potential interruption of business more easily. It further ensures that business continuity activities are conducted in a planned and systematic way within

[1] See BS25999-1, British Standards Institution, "Code of practice for business continuity management".

the organization. Business continuity management establishes an overall framework for the operational continuity capabilities of an organization. It enables an organization to implement and plan for the mitigating activities necessary to protect its staff, premises, technology, vital records and reputation before a serious disruptive event occurs.

A. Elements of business continuity management

11. Business continuity management entails five main steps: (a) policy establishment; (b) risk assessment; (c) identification of critical functions and business impact analysis; (d) mitigation strategy development; and (e) plan implementation, testing and maintenance.

12. When a business continuity management initiative is adopted, the first step is to establish a business continuity management policy within an organization and obtain support from senior management. To that end, a policy statement must be developed and endorsed, detailing the scope, aims and objectives of the initiative as well as the activities that will be undertaken.

13. Once an organization has endorsed its business continuity management policy, it should undertake a business continuity risk assessment. In the context of business continuity management, a risk assessment of the natural, political, social, and technological environment will identify the various risks present at a business location that could cause a business interruption and determined the likelihood of occurrence and impact. By assessing such risks, an organization can prioritize its risk-mitigation activities and focus its resources on the right areas and in the context of the organization's mandate.

14. Once the risks have been assessed, an organization must identify which of its critical functions need to continue under all circumstances. Ideally, this should be done through a business impact analysis, which assists in the identification of the level of urgency of each business process by assessing the impact over time of interruption, using a number of impact indicators. The aim of a business impact analysis is to identify those critical business processes where interruptions could have costly or otherwise damaging implications for the organization and whose continuation would therefore be given high priority when risks are realized.

15. Once it has identified those critical business processes that need to be recovered in case of a disruptive event, an organization should consider the development of appropriate strategies for the continuation of those critical processes. In the process of deciding on the most appropriate strategies, factors such as the maximum tolerable length of disruption of the critical process and the costs of the implementation of the strategy need to be considered. In general, there are four main mitigation strategies: workarounds (i.e., manual methods or the use of alternative systems), the devolution or transfer of business processes, telecommuting, and the establishment of an alternate office site. Mitigation strategies may differ depending on the type of risks faced.

16. In the final stage of the business continuity management process, the focus lies on the development and implementation of appropriate business continuity plans to ensure that critical business processes can continue in the case of an interruption and that managers and staff are well prepared and trained to respond to business risk

scenarios. This stage also involves testing the business continuity plan to identify potential gaps and weaknesses in the business continuity management strategies. It is the responsibility of an organization not only to put a plan in place, but also to ensure that the plan is reviewed regularly and kept up to date. A plan cannot be considered reliable until it has been tested.

B. Business continuity management in the private and public sectors today

17. Over the past few years, not only major disruptive events, such as the events of 11 September 2001 and the bombing of United Nations offices, but also increasingly extreme weather conditions and other natural disasters have led to an increase in business continuity management activities and more rigorous and robust planning in the private and public sectors. The private sector has gained a strong appreciation of the importance of being able to resume operations following disruptive events so as to avoid extensive losses, and today private-sector organizations agree that the implementation of business continuity management initiatives can have many benefits, such as gaining a deep understanding of the organization, the ability to manage operations during disruptions, enhancing its reputation as competent and well-managed, and maintaining its competitive advantage in the aftermath of an incident. With regard to the United Nations as compared to the private sector, a recent benchmarking exercise conducted at the request of the Crisis Operations Group in response to the recent influenza A (H1N1) outbreak clearly demonstrated that there were gaps in terms of resources and progress on preparedness between the United Nations and private-sector organizations based in New York in respect of business continuity.

18. Motivated by events such as the 11 September 2001 attacks in New York, various Governments around the world have adopted business continuity strategies and policies and have developed standards so as to ensure the continuing performance of essential national functions under all conditions. Such actions have, in some cases, been undertaken owing to the pandemic influenza threat that became evident in 2005. Public organizations have also become advocates for and promoters of business continuity management initiatives and are encouraging their implementation by public- and private-sector organizations as a strategy aimed at building more resilient societies.

19. Although the private and public sectors differ in terms of goals and functions, the need for operational continuity within an organization, regardless of its size or mission, has been proved time and again. For that reason, it is necessary for all organizations, public and private, to undertake business continuity management measures.

C. Business continuity management in United Nations system agencies and Bretton Woods institutions

20. Many of the United Nations agencies and all of the Bretton Woods institutions have started to implement business continuity management measures. The United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP) and the World Food Programme (WFP), for example, have developed

robust business continuity plans for all their headquarters and have joined forces in a global roll-out of business continuity management in the form of workshops, resulting in the implementation of business continuity plans in more than 90 per cent of their country offices. In response to the ongoing influenza A (H1N1) pandemic, the World Health Organization (WHO) has activated its Geneva headquarters continuity plan to ensure that it is able to fulfil its global role in responding to this health emergency. The United Nations Population Fund (UNFPA) has implemented business continuity management at its headquarters and is working on implementing it at its country office locations. Some of the aforementioned United Nations agencies have developed their business continuity management programmes with assistance from private-sector companies. In order to achieve the broad implementation of business continuity management, UNICEF, UNDP, UNFPA and WFP have created dedicated units that are responsible for the coordination of the programme and have received the resources necessary to implement successful business continuity programmes.

21. The World Bank, the other development banks and the International Monetary Fund (IMF) started to implement business continuity management programmes long before the other United Nations agencies. The World Bank Board, for example, approved the implementation of a business continuity programme in December 2002 and has since conducted a risk assessment and a business impact analysis and implemented business continuity plans at both headquarters and country locations. IMF finalized its business continuity plan in 2007 and has since then been conducting regular tests several times per year. The other development banks have either finalized their business continuity plans or are still working on their completion. Overall, the Bretton Woods institutions consider business continuity management to be an integral part of their organizational culture and have invested considerable resources in its implementation.

22. The business continuity management methodology used by the United Nations agencies and the Bretton Woods institutions is constantly evolving on the basis of experience and lessons learned. A growing number of organizations in the United Nations system are voicing interest in the adoption of business continuity management programmes and are approaching those agencies that are leading the initiative. For example, agencies such as the International Labour Organization, the Joint United Nations Programme on HIV/AIDS, the Office of the United Nations High Commissioner for Refugees, the World Tourism Organization and the International Civil Aviation Organization have received assistance with the implementation of business continuity planning from other agencies or the Secretariat or have expressed interest in receiving such assistance in the near future.

D. Linkages with disaster recovery

23. The modern work environment relies heavily on information and communications technology for the continuation of its operations. Disaster recovery can be defined as a process aimed at ensuring the continued functioning of the technological infrastructure critical to an organization after a natural or human-induced disaster. The issue is of particular importance to business continuity and requires specific treatment. Disaster recovery planning is a subset of the wider process of crisis response and encompasses planning for resumption in terms of

applications, data, hardware, communications, including networking, and other information and technology infrastructure following an incident or crisis.

24. The report of the Secretary-General on information and communications technology security, disaster recovery and business continuity for the United Nations (A/62/477) describes the strategy for recovery of the information technology infrastructure of the United Nations Secretariat, including offices away from Headquarters and regional commissions, in case of a disruption. The information technology structure and strategy described in that report is the backbone of the Organization's information technology systems aimed at ensuring the continued operation of the information technology systems of the global Secretariat during disasters or other interruptions. Information and telecommunications systems in modern organizations need to have the right technology and level of redundancy, resilience and data security to ensure continuity of operations.

25. While disaster recovery relates to planning for resumption of the functioning of the information technology infrastructure after a disruption, business continuity focuses on planning for the continuity of the non-information technology operations required to ensure that the Organization can continue its critical functions under all circumstances. All of these factors, as they relate to staff, facilities, vendors, telecommuting and other support systems, are covered in the present report. While business continuity planning relies heavily on disaster recovery, its scope extends beyond disaster recovery.

26. There are two main areas in which the Business Continuity Management Unit works closely with, and is supported by, the Office of Information and Communications Technology. The first relates to the classification of the critical/non-critical systems of the Secretariat that was requested by the General Assembly in its resolution 63/262. The Unit, with the support of the Office of Information and Communications Technology, will conduct that classification as part of the overall business impact analysis for the Secretariat.

27. The second area, which is very much supported by the Office of Information and Communications Technology and also constitutes an important mitigation measure in the business continuity plan, is the implementation of telecommuting capabilities. Telecommuting was first implemented by the Organization when it started to prepare for a pandemic outbreak early in 2006.

28. The telecommuting solution implemented by the Organization allows staff members to access core applications and critical information by means of network connectivity without compromising security. Telecommuting can be viewed as one tool among the wider array of strategies and methods implemented in the framework of business continuity planning to ensure that the Organization can continue its critical functions.

III. Progress to date

A. Progress made to date at the Secretariat in New York

29. The work currently under way at the United Nations Secretariat with regard to business continuity planning builds on the initial work carried out in the framework

of pandemic preparedness planning. The Business Continuity Management Unit, which was established during the second quarter of 2007 to ensure the viability of the business continuity planning of the United Nations Secretariat, offices away from Headquarters and regional commissions, currently consists of three temporary staffing positions, including 1 P-5 Chief of the Unit, 1 P-4 Business Continuity Management Specialist and 1 General Service (Other level) Administrative Assistant.

30. Considerable progress has been achieved since the establishment of the Unit in 2007. In accordance with the five-step approach outlined above, the Unit started with the establishment of a policy on business continuity management. A policy statement on business continuity management describing the goal of a Secretariat-wide business continuity planning process, its scope and the way forward was adopted by the Senior Emergency Policy Team at its meeting held on 31 January 2008. Consequently, all departments of the United Nations Secretariat, offices away from Headquarters and regional commissions were asked to appoint business continuity focal points.

31. Following the establishment of the policy, a business continuity management template was developed on the basis of a template developed by UNICEF and UNDP that integrates some aspects of the UNFPA approach to business continuity. The template includes a methodology for conducting a business continuity risk assessment and has since been widely used by all departments and offices. For Headquarters, a more complex methodology that looks at best practices from the private and public sectors is used in conducting the risk assessment. Regarding the identification of critical functions (step 3 of the business continuity planning process) and the development of mitigation strategies (step 4), the Business Continuity Management Unit has been working hand in hand with departmental business continuity focal points. Thus far the Unit has assisted all departments and offices with the identification of critical processes and the critical staff responsible for the performance of those processes, as well as with the identification of the vital records and information technology applications linked to those processes. The departments and offices are currently in the process of developing strategies aimed at mitigating the impact of different risks.

32. Furthermore, in order to test the decision-making structure in New York, a full-day simulation, involving both the Senior Emergency Policy Team and the Crisis Operations Group, which are responsible for dealing with a crisis in New York, was organized. That was the first time that the Team and the Group had collaborated in a simulation. While the simulation was based on a pandemic scenario and tested mostly the pandemic plan, there was also considerable focus on the testing measures put in place to ensure business continuity. On the basis of the outcome of the simulation and the experience gained in responding to the influenza A (H1N1) outbreak in the spring of 2009, the United Nations Headquarters pandemic plan was revised.

33. The progress achieved to date regarding pandemic preparedness planning also includes the establishment of the Standing Pandemic Preparedness Working Group, charged with overseeing the implementation of the pandemic preparedness plan for the United Nations system in New York and the development of an internal pandemic staff communication strategy, consisting of an awareness-raising campaign using the following methods: website/Intranet, brochures, posters and

staff briefings. Furthermore, various investments made on the basis of pandemic preparedness efforts for telecommuting capabilities and Web-based videoconferencing have strengthened the Organization's capacity to respond effectively to potential threats.

B. Progress made at offices away from Headquarters and regional commissions

34. Missions were undertaken in support of business continuity planning and management to the United Nations Office at Nairobi, the Economic Commission for Africa (ECA), the Economic Commission for Latin America and the Caribbean (ECLAC), the United Nations Office at Geneva and the United Nations Office at Vienna. Additional missions are planned for the remainder of 2009 to support the two remaining duty stations, the Economic and Social Commission for Asia and the Pacific (ESCAP) and the Economic and Social Commission for Western Asia (ESCWA). The missions undertaken were aimed at achieving the completion of a draft business continuity plan. Further missions are planned during 2009 and 2010 to support other offices away from Headquarters and regional commissions. Meanwhile, technical support is being provided through teleconferences and e-mail correspondence. Offices away from Headquarters and regional commissions have also implemented some of the activities mentioned below.

35. Following a mission from Headquarters to the United Nations Office at Nairobi in February 2008, a draft business continuity plan was developed which has since been regularly updated and modified. Since the Director-General of the Office at Nairobi is also the designated official and has responsibility for all United Nations staff and dependants present at Nairobi, and as Nairobi is also providing administrative support to many other United Nations agencies in the area, it is important that the business continuity plan in Nairobi be robust. Furthermore, the Office plays an important role in streamlining pandemic preparedness planning across the United Nations system in Kenya, including assisting other agencies in strengthening their plans, with the procurement of medical supplies for pandemic preparedness and through the establishment of an influenza surveillance system by the Office's medical team. Nairobi has implemented telecommuting for 100 critical staff and is planning to expand the telecommuting infrastructure.

36. The Economic Commission for Africa is currently implementing a pandemic preparedness plan. As in the case of the United Nations Office at Nairobi, a draft business continuity plan was developed following a mission from Headquarters in May 2008. Currently ECA is working on strengthening both its pandemic and business continuity plans.

37. A mission from Headquarters was undertaken to the Economic Commission for Latin America and the Caribbean in June 2008 to assist with the implementation of a multi-hazards business continuity plan. From the start, ECLAC decided to include the other United Nations agencies present in Santiago in the business continuity planning efforts, resulting in the establishment of an inter-agency working group on business continuity planning. As a result of pandemic preparedness planning, ECLAC has put in place telecommuting for its entire critical staff and has conducted pandemic awareness-raising sessions for all staff present in Santiago. ECLAC has implemented its business continuity plan and is currently

working on its refinement as well as on the extension of its telecommuting infrastructure. Similar preparations have been carried out with respect to the subregional offices of ECLAC in Mexico and Port of Spain. ECLAC Santiago functions as the main repository of information and backup centre for ECLAC as a whole.

38. The United Nations Office at Geneva and the United Nations Office at Vienna implemented effective pandemic plans early on and, since then, have constantly revised their pandemic preparedness activities and established telecommuting capabilities for their critical staff. Business continuity planning was included as part of the pandemic preparedness planning, but, following a mission from Headquarters to both locations, the approach to business continuity was modified to bring it in line with the approach now taken by the United Nations Secretariat at Headquarters. The Vienna Office conducted a stress test of its telecommuting infrastructure in 2008, that, while successful, revealed a need to further upgrade the telecommuting infrastructure. Both locations continue to work on the implementation of business continuity planning.

39. With regard to the Economic and Social Commission for Western Asia, following the implementation of a pandemic plan, a small team from ESCWA attended a business continuity workshop organized by UNICEF and UNDP in the region in May 2008. Subsequently, ESCWA put together a business continuity team that developed a multi-hazards business continuity plan. ESCWA is currently working on the implementation of that plan, including a strategy focusing on how to exercise and test the mitigation measures described in the plan. ESCWA has also implemented telecommuting for 100 critical staff.

40. At the Economic and Social Commission for Asia and the Pacific, business continuity planning is included in the pandemic preparedness plan. ESCAP updates and revises its pandemic plan on a regular basis and conducts a simulation exercise once a year. The pandemic contingency plan includes telecommuting capabilities for 25 critical staff. The ESCAP Disaster Management Team, which meets regularly, is responsible for overseeing the implementation of the pandemic contingency plan.

C. Cooperation with agencies, funds and programmes

41. Business continuity management is a well-coordinated initiative in the Secretariat and New York-based funds and programmes. In March 2008, a Technical Working Group on Business Continuity Management was established to provide a forum to discuss approaches to business continuity management. The group includes business continuity focal points from New York-based funds and programmes, the Business Continuity Management Unit and other relevant Secretariat departments. The working group aims to, inter alia, develop guidelines for a standardized multi-hazards approach to business continuity management at Headquarters. A draft business continuity plan template was developed in May 2008. After endorsement of the template by the Technical Working Group, UNICEF and UNDP have started to use the same draft template in their global roll-out. The Technical Working Group is currently working on the development of a methodology to conduct the Headquarters risk assessment.

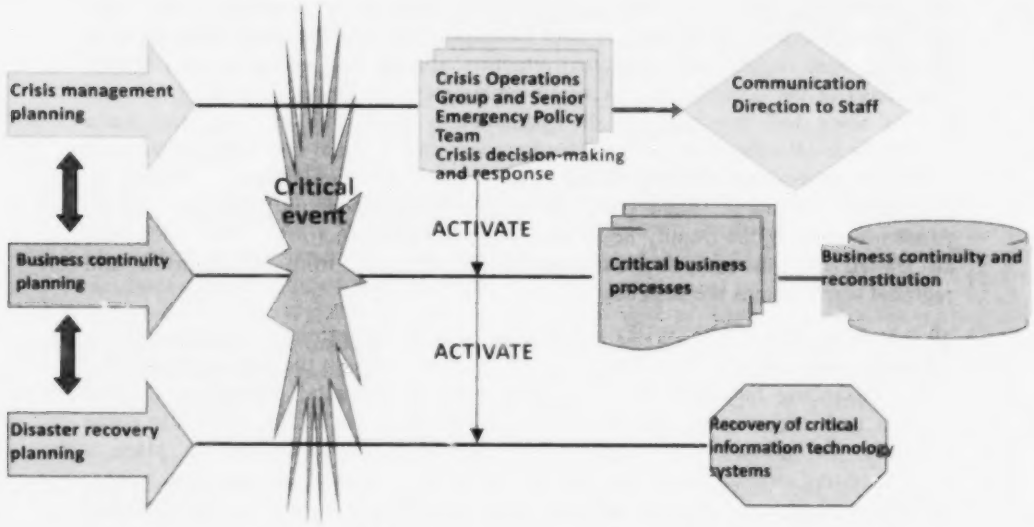
42. In addition to the activities of the Technical Working Group, the United Nations Secretariat and the New York-based funds and programmes are cooperating

in all efforts in relation to pandemic preparedness planning. In October 2008, for example, they jointly coordinated and shared the cost of conducting a full-day pandemic simulation with the participation of both the Senior Emergency Policy Team and the Crisis Operations Group, which deal with crisis management.

D. United Nations crisis management structure

43. The term "crisis management" refers to an organization's immediate crisis response with the objective of gaining control of a crisis situation quickly. Business continuity is the process by which the business departments of an affected organization go about resuming their operations. The crisis management plan and business continuity plan differ in terms of their scope and the use of scenarios. The crisis management plan deals with incidents that pose threats to the safety and security of an organization's staff and assets and addresses specific types of crises, as the actions needed to manage one type of crisis could be quite different from those needed to manage a different type. The main purpose of the crisis management plan is the preservation of life and property. A business continuity plan, on the other hand, focuses on incidents that disrupt an organization's critical business processes and is not based on particular scenarios, as it adopts a multi-hazards approach. It sets out the critical activities to be followed in the case of a disruptive event, with the aim of stabilizing and continuing the organization's critical business functions.

44. Since its establishment in 2005, the United Nations crisis management structure has been led by the Department of Safety and Security and the system of designated officials for security at field locations. At Headquarters, this structure is led by the Senior Emergency Policy Team, chaired by the Chef de Cabinet at the policy-making level, and the Crisis Operations Group chaired by the Under-Secretary-General for Safety and Security at the operational level. As shown in the graphic below, the Crisis Operations Group will activate the crisis management plan in the event of a crisis, so as to provide an adequate response and protect the staff and assets of the Organization. If the scope of the crisis causes a serious disruption of operations, the Group, in consultation with the Senior Emergency Policy Team, will activate the business continuity plan to ensure the maintenance of critical functions. In terms of timeline, the crisis management response is activated first and takes care of the most important aspects of staff safety and the protection of organizational assets. The terms of reference of the Senior Emergency Policy Team and the Crisis Operations Group are contained in A/63/359, annexes I and II, respectively.



IV. Response to influenza A (H1N1) — lessons learned

45. On 27 April 2009, as a direct result of the confirmation by the medical authorities in Mexico of a new influenza A (H1N1) virus, the World Health Organization (WHO), concerned with the risk to global health, declared the outbreak to be a public health emergency of international concern and, at the same time, raised its pandemic alert level to phase 4. Within days, it was clear that the virus was spreading to other countries, with confirmed cases in both the United States of America and Canada. That led to WHO raising the global pandemic alert level from phase 4 to phase 5 on 29 April 2009, and finally to the declaration of a global pandemic (WHO phase 6) on 11 June 2009.

46. During the period from 27 April until mid-June 2009, New York City was heavily affected by the A (H1N1) virus. Although most cases were not tested and therefore could not be officially confirmed as A (H1N1), it is estimated that a total of 7 per cent of the population of New York City was infected by the virus. The Medical Service Division at Headquarters also observed a heightened number of staff members with flu-like symptoms during that period, and the United Nations School was closed for a number of days owing to the increased number of students suffering from influenza-like illness at the same time.

47. In accordance with United Nations Headquarters crisis management procedures, those events triggered a meeting of the Crisis Operations Group on 27 April 2009, during which a decision was taken to activate the Headquarters pandemic continuity plan, in the light of the specific concern that cases of the influenza A (H1N1) virus had been officially confirmed in the United States. The plan had been prepared in 2006, originally under the Office of the New York Pandemic Influenza Preparedness Coordinator. Both the Crisis Operations Group and the Senior Emergency Policy Team are well versed in all aspects of the plan, as both earlier underwent a pandemic simulation exercise.

48. Within the first days of the plan activation, measures were taken to ensure that all United Nations system staff, at both Headquarters and other duty stations, were provided with regular and consistent situation updates and health advice. Within three days of the declaration of a health emergency, the Deputy Secretary-General held a town hall meeting for all Headquarters staff. The meeting was made accessible to all offices away from Headquarters and regional commissions through a webcast. It was immediately followed by a briefing to the General Assembly by the Secretary-General. When WHO declared a global pandemic with elevation to pandemic phase 6, the Deputy Secretary-General held another town hall meeting for all United Nations staff at Headquarters, offices away from Headquarters and regional commissions the next day.

49. In accordance with WHO guidelines, one of the primary responses to an influenza outbreak is to limit the spread of the virus through the implementation of social distancing measures. This, coupled with the potential disruption of local services and infrastructure, can have a direct impact on the ability of staff to come to work. To mitigate this problem, the United Nations has put in place a telecommuting strategy for all critical staff. Over the course of the past eight weeks, more than 80 per cent of those staff members identified as critical for continuity of Headquarters operations have undergone an intensive briefing. That briefing covered specific aspects related to the A (H1N1) virus, requirements for maintaining critical functions and the key mitigating strategies that have been put in place. A key component of the staff briefing has been to train and equip all critical staff so that they can work remotely using Citrix technology.

Support for offices away from Headquarters and regional commissions

50. The Business Continuity Management Unit is the dedicated focal point for business continuity planning not only at Headquarters, but also for offices away from Headquarters and regional commissions. It has played an active role in ensuring a coherent response throughout the Organization to the influenza A (H1N1) outbreak. In order to ensure that United Nations staff members are kept up to date in a consistent fashion, the Unit continues to work in close collaboration with the United Nations System Influenza Coordinator, the Department of Public Information and the Department for Safety and Security, as well as various offices within the Department of Management, to produce and distribute information messages for staff. Those messages have focused on advice to United Nations staff with respect to the specific actions they can take to safeguard themselves and their dependants and also on the ongoing organizational response to the pandemic. The messages are distributed through both staff broadcasts and the newly created pandemic website for the United Nations staff. The website also has a question-and-answer section that provides staff with a forum for raising any technical questions, together with relevant United Nations system guidance documents and links to other sites containing useful information. The critical staff briefing package used to orient all critical staff in New York was also shared with offices away from Headquarters and regional commissions.

A coordinated United Nations system response to the influenza A (H1N1) pandemic

51. As part of the overall United Nations system-wide response to the influenza pandemic, the Business Continuity Management Unit is an active part of the primary United Nations system structures responsible for defining and coordinating

such a response. Those structures include the Secretary-General's Influenza Steering Committee, the United Nations System Technical Working Group on influenza, the Senior Emergency Policy Team and the Crisis Operations Group. As a result, the Unit is in a position to ensure that the Organization's response to the A (H1N1) pandemic is closely aligned with that of the wider United Nations system.

52. As part of existing crisis management structures and to ensure close alignment of any response with that of the national authorities, a number of direct links have been established with the city, state and federal authorities of the host country at Headquarters. In terms of health-related issues, the Medical Services Division has developed close linkages with the New York City Department of Health. During the course of the A (H1N1) outbreak, the Division was in daily contact with that Department and ensured that all response actions and staff messages sent out by the Organization were in conformity with the prevailing local guidance. In terms of security-related issues, the Department of Safety and Security was in regular contact with the respective host city first responders. On both health- and security-related issues, information was provided to the Crisis Operations Group on a weekly basis and used by the Business Continuity Management Unit to ensure that the relevant planning actions were implemented or updated to ensure close alignment of the Organization's response with that of city and state authorities.

Key lessons learned from the Organization's response to the A (H1N1) pandemic

53. A number of key lessons can be drawn from the Organization's response to the outbreak of influenza A (H1N1) and the subsequent declaration of an influenza pandemic by WHO. The success of that response can be attributed primarily to the ability to respond in an effective manner, which was greatly enhanced by the fact that the Organization had a tried-and-tested continuity plan, and secondly to the effective leadership in place in the framework of risk and crisis management structures. Throughout the pandemic threat, the crisis management structures of the Crisis Operations Group and the Senior Emergency Policy Team proved effective in ensuring that overall prioritization and decision-making were carried out in a timely manner. The process was also greatly aided by the conduct of a pandemic simulation exercise in October 2008. Other key lessons include the recognition and importance of the need for: (a) consistent staff messaging throughout the United Nations system, on the basis of the technical guidance and leadership provided by WHO; (b) close linkages with national/state authorities; and (c) a dedicated focal point for ensuring a consistent, Organization-wide approach to continuity planning and response.

V. Programme of work for the biennium 2010-2011

54. The proposed programme of work for the biennium 2010-2011 is based on the views of the General Assembly as reflected in its resolution 63/268, which highlighted the importance of the close coordination of business continuity management policies among all United Nations entities and of the systematic sharing and exploiting of lessons learned and best practices on a system-wide basis. Moreover, the proposed programme of work takes into account the key lessons learned as a result of the influenza A (H1N1) pandemic and the Organization's response and outlines the process that will be implemented to ensure a coordinated,

systematic approach to business continuity planning that encompasses both peacekeeping and humanitarian operations at the field level.

55. The function of the Business Continuity Management Unit is to act as the Organization's focal point for business continuity management, with the aim of ensuring a consistent United Nations system-wide approach. Towards that end, during the biennium 2010-2011 the Unit will focus on the following:

(a) *Completing the Organization's overarching business continuity plan.* At present, all departments and offices of the Secretariat in New York have started preparation of their departmental business continuity plans. The departmental business continuity plans will then need to be tied together in a single, coherent, integrated business continuity plan, introducing activation procedures and triggers of the plan, detailing the roles and responsibilities of the key actors, laying out the Organization's critical functions, addressing departmental interlinkages, and setting out response strategies. Furthermore, in order to validate the prioritization of the business processes and functions of the departments, a Secretariat-wide business impact analysis would be conducted;

(b) *Coordinating business continuity planning among the United Nations organizations located in New York.* The Business Continuity Management Unit, through the Technical Working Group on Business Continuity Management, will coordinate business continuity planning with the New York-based funds and programmes. The aim of this coordination mechanism continues to be the sharing of information, the streamlining of business continuity planning tools and guidance documents, and the provision of a forum for discussing the challenges encountered and lessons learned in the implementation of business continuity management measures;

(c) *Providing technical assistance for business continuity planning to offices away from Headquarters and regional commissions, as well as to other field locations, as necessary*;

(d) *Building and consolidating tools and methodologies for use throughout the United Nations system by using best practices; building different tools for business continuity planning, such as a business continuity planning information-gathering template and a business impact analysis methodology, inter alia, to then be put to wider use by the United Nations system*;

(e) *Ensuring accountability at all duty stations by undertaking regular testing of the business continuity plans to identify gaps that need to be addressed.* The Business Continuity Management Unit will develop a testing and simulation exercise strategy that will be applied across the Secretariat in New York, offices away from Headquarters and regional commissions. That strategy will include desktop simulation exercises to test crisis decision-making structures and more technical drills to test the individual components of the business continuity plans, such as the telecommuting infrastructure;

(f) *Training/briefing of critical staff and awareness-raising for all staff.* Once the overarching business continuity plan for the Secretariat has been completed, all staff will be informed of its implications through an awareness-raising campaign. All critical staff will undergo extensive training to ensure that they are able to continue, under all kinds of circumstances, the critical functions for which they are responsible;

(g) *Provision of technical support to senior management on all aspects related to business continuity planning*. This will also include the conduct of regular simulations with both the Crisis Operations Group and the Senior Emergency Policy Team to ensure that senior managers are apprised of the key aspects of the plans.

56. In order to ensure a coordinated approach and maintain close linkages with offices away from Headquarters and regional commissions, the Business Continuity Management Unit will continue to liaise on a regular basis with the business continuity planning focal points at each of the duty stations, while final accountability for the process rests with the head of office of each duty station.

57. In coordination with the Business Continuity Management Unit, the Department of Peacekeeping Operations and the Department of Field Support are reviewing the existing business continuity plans for all peacekeeping operations, special political missions and logistics/communications facilities. In the case of humanitarian operations, the Unit is working in close collaboration with the Office for the Coordination of Humanitarian Affairs in order to ensure that all of its regional and country offices are covered by business continuity plans.

58. The Business Continuity Management Unit, the Medical Services Division and the Department of Safety and Security will continue to work in close collaboration. The Medical Services Division and the Department of Safety and Security have such linkages with national authorities, and the information gained through such linkages will be used on a continual basis to inform and update all aspects of the business continuity planning process. Relevant aspects of the plan will be shared, as appropriate, with national counterparts.

VI. Timetable for implementation

59. The task of completing the Headquarters business continuity plan will be undertaken by the Business Continuity Management Unit; those of offices away from Headquarters and regional commissions will be undertaken through the appointed duty station business continuity planning focal points, with guidance from Headquarters. All plans are expected to be completed by the end of the second quarter of 2010, following which the Business Continuity Management Unit will be responsible for the ongoing testing and assessing of all location plans. The following milestones for the completion of these activities are anticipated:

(a) Completion of the overarching business continuity plan (second quarter 2010);

(b) Completion of the business impact analysis for the Secretariat at Headquarters (substantial number of departments/offices completed by second quarter 2010);

(c) Conduct of a minimum of two stress tests at Headquarters, offices away from Headquarters and regional commissions (over the course of the biennium 2010-2011);

(d) Business continuity plan in place for peacekeeping and humanitarian missions (end of 2010) where feasible, with support from the Business Continuity Management Unit.

(e) Conduct of stress tests in 20 peacekeeping and humanitarian missions (by the end of 2011).

VII. Resource requirements

60. Resource requirements for the implementation of the business continuity planning and management activities for the biennium 2010-2011 amount to $9,786,800 gross ($9,423,300 net). Table 1 below summarizes all costs associated with the implementation of business continuity management at the United Nations, by expenditure component. Table 2 below shows the distribution of the requested resources by budget section. They include the costs of 17 new posts necessary to implement and maintain business continuity management activities, and other general operating requirements, including contractual services, training, equipment, supplies, including vaccines and other medical supplies, and other related expenses.

61. The requirements set out in the present report relate to activities pertaining to business continuity management and pandemic preparedness which are not included in other reports on the proposed programme budget for the biennium 2010-2011. The level of requirements for various offices concerned were based on their proposals and determined after a thorough review by the Business Continuity Management Unit, the Office of Information and Communications Technology, especially with regard to information technology requirements and telecommuting capacity, and the Medical Services Division with regard to medical drugs and supplies.

62. The delayed impact of the 17 new posts requested in the present report for the biennium 2012-2013 is estimated at $1,835,900.

Table 1

Summary of resource requirements, by object of expenditure, for the biennium 2010-2011*

(Thousands of United States dollars)

		2010-2011				
		Resource growth				
Object of expenditure	*2008-2009 revised appropriation*	*As set out in the proposed programme budget (A/64/6)***	*As set out in the present report*	*Total before recosting*	*Recosting*	*2010-2011 estimate*
Posts	1 212 026.8	19 254.0	2 301.2	1 233 582.0	57 426.9	1 293 310.1
Other staff costs	89 969.8	(817.0)	344.6	89 497.4	3 941.3	93 783.3
Consultants and experts	9 348.9	(190.7)	385.9	9 544.1	1 905.8	11 835.8
Travel of representatives	1 139.7	(229.2)	—	910.5	44.3	954.8
Travel of staff	9 098.2	504.7	334.3	9 937.2	463.4	10 734.9
Contractual services	109 727.3	314.0	3 266.7	113 308.0	6 219.2	122 793.9
General operating expenses	200 196.5	479.1	745.3	201 420.9	10 944.1	213 110.3
Hospitality	306.1	(20.0)	—	286.1	26.9	313.0
Supplies and materials	24 619.8	(3 101.1)	871.6	22 390.3	1 828.0	25 089.9
Furniture and equipment	28 453.7	(4 548.1)	1 173.7	25 079.3	2 593.9	28 846.9

Object of expenditure	2008-2009 revised appropriation	2010-2011 Resource growth: As set out in the proposed programme budget (A/64/6)**	2010-2011 Resource growth: As set out in the present report	2010-2011 Total before recosting	2010-2011 Recosting	2010-2011 estimate
Grants and contributions	65 699.9	2 009.1	—	67 709.0	118.0	67 827.0
Other	510 939.6	1 885.4	363.5	513 188.5	14 743.7	528 295.7
Total	**2 261 526.3**	**15 540.2**	**9 786.8**	**2 286 853.3**	**100 255.5**	**2 387 108.8**

* Requirements relate to the 13 sections of the proposed programme budget detailed in table 2 below.

** Growth in the proposed programme budget (A/64/6) does not relate to business continuity management/pandemic preparedness activities.

Table 2

Summary of resource requirements, by budget section, for the biennium 2010-2011

(Thousands of United States dollars)

Budget section	2008-2009 revised appropriation	2010-2011 Resource growth: As set out in the proposed programme budget (A/64/6)*	2010-2011 Resource growth: As set out in the present report	2010-2011 Total before recosting	2010-2011 Recosting	2010-2011 estimate
2. General Assembly and Economic and Social Council affairs and conference management	662 261.1	6 802.2	155.2	669 218.5	22 108.6	691 327.1
17. Economic and social development in Africa	128 642.1	3 140.9	832.1	132 615.1	24 546.3	157 161.4
18. Economic and social development in Asia and the Pacific	92 415.8	2 210.0	471.0	95 096.8	4 045.3	99 142.1
20. Economic and social development in Latin America and the Caribbean	103 159.3	3 282.9	655.2	107 097.4	2 507.4	109 604.8
21. Economic and social development in Western Asia	64 718.7	1 164.5	304.0	66 187.2	5 936.8	72 124.0
27. Public information	189 374.6	(2 058.2)	266.9	187 583.3	9 155.2	196 738.5
28C. Office of Human Resources Management	73 048.7	(107.7)	1 051.8	73 992.8	3 707.1	77 699.9
28D. Office of Central Support Services	175 088.5	(1 594.6)	1 528.0	175 021.9	8 500.6	183 522.5
28E. Administration, Geneva	121 776.5	(152.1)	237.2	121 861.6	779.5	122 641.1
28F. Administration, Vienna	39 419.6	475.7	410.8	40 306.1	(369.5)	39 936.6
28G. Administration, Nairobi	27 349.7	1 701.6	703.7	29 755.0	954.4	30 709.4

Budget section	2008-2009 revised appropriation	2010-2011 Resource growth: As set out in the proposed programme budget (A/64/6)*	2010-2011 Resource growth: As set out in the present report	2010-2011 Total before recosting	2010-2011 Recosting	2010-2011 estimate
29. Office of Information and Communications Technology	73 332.1	(1 210.4)	2 807.4	74 929.1	3 640.1	78 569.2
36. Staff assessment	510 939.6	1 885.4	363.5	513 188.5	14 743.7	527 932.2
Total	**2 261 526.3**	**15 540.2**	**9 786.8**	**2 286 853.3**	**100 255.5**	**2 387 108.8**

* Growth in the proposed programme budget (A/64/6) does not relate to business continuity management/pandemic preparedness activities.

VIII. Conclusion

63. The proposed programme of work on business continuity planning and management takes into account the views of the General Assembly and recognizes the need for all departments and offices of the United Nations to have business continuity plans in place; for the respective heads of departments and offices away from Headquarters and regional commissions to be held accountable for their implementation; and for this to be done in a coordinated manner, including through systematic support, appropriate coordination structures and regular consultations between the business continuity management focal points in New York and at other duty stations. It also builds on the work that has been done over the past three years in relation to pandemic influenza, and, more specifically, the lessons learned from the ongoing response to the influenza A (H1N1) pandemic.

64. The proposed programme provides the Organization with the elements necessary to identify critical business functions and processes and determine the right set of mitigation strategies that can ensure minimum disruption and the fast recovery of operations, improve the Organization's performance and either prevent or reduce the potential exposure to financial or reputation losses, while at the same time ensuring that activities linked to business continuity within the Organization are conducted as part of a United Nations system-wide approach.

IX. Action to be taken by the General Assembly

65. **The General Assembly is requested to:**

(a) **Note the overall approach relating to business continuity management contained in the present report;**

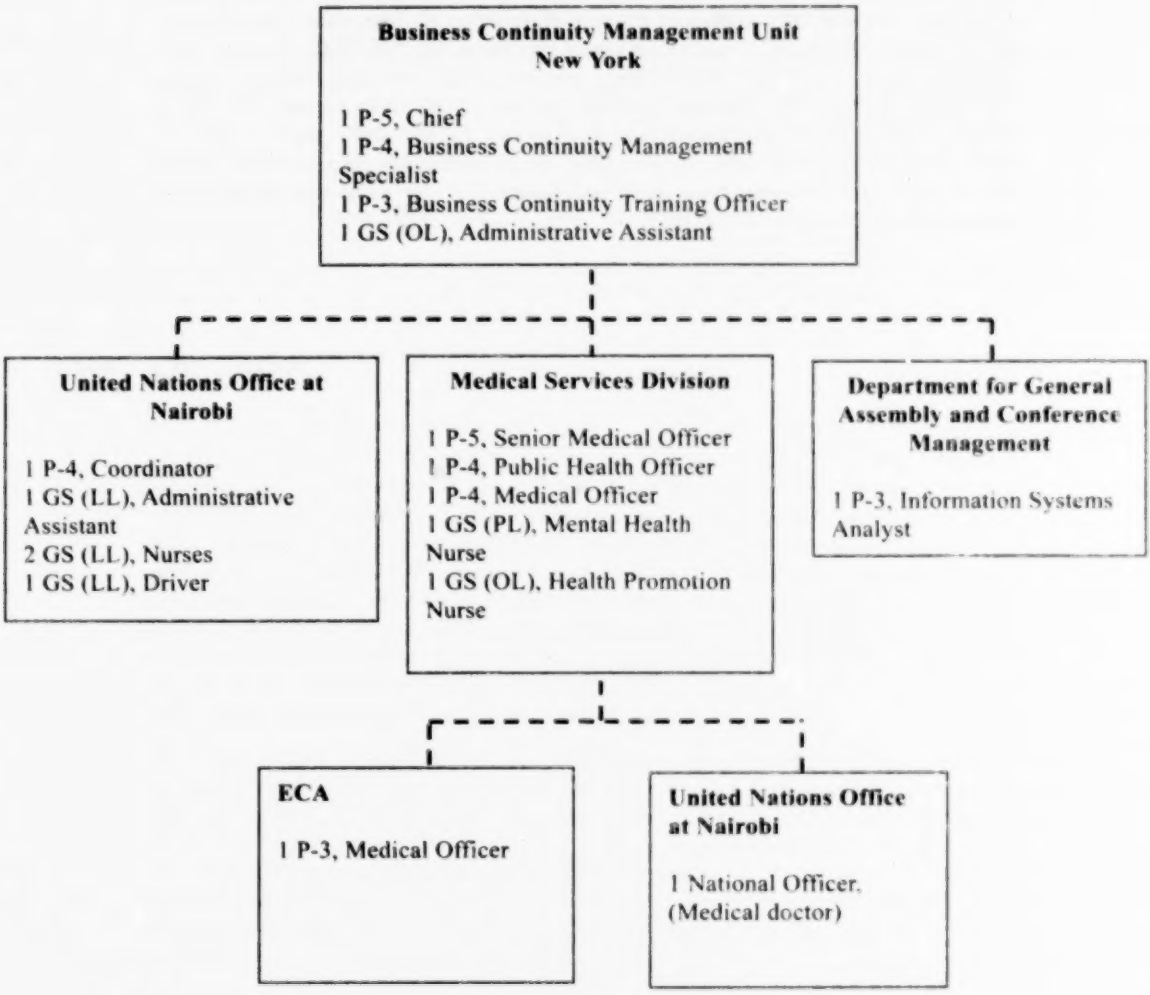
(b) **Approve the establishment of 17 new posts required to implement and maintain business continuity management activities;**

(c) **Approve a total amount of $9,786,800 for the biennium 2010-2011 under section 2, General Assembly and Economic and Social Council affairs and conference management ($155,200); section 17, Economic and social**

development in Africa ($832,100); section 18, Economic and social development in Asia and the Pacific ($471,000); section 20, Economic and social development in Latin America and the Caribbean ($655,200); section 21, Economic and social development in Western Asia ($304,000); section 27, Public information ($266,900); section 28C, Office of Human Resources Management ($1,051,800); section 28D, Office of Central Support Services ($1,528,000); section 28E, Administration, Geneva ($237,200); section 28F, Administration, Vienna ($410,800); section 28G, Administration, Nairobi ($703,700); section 29, Office of Information and Communications Technology ($2,807,400); and section 36, Staff assessment ($363,500), to be offset by a corresponding amount under income section 1, Income from staff assessment, of the proposed programme budget for the biennium 2010-2011.

Annex

Proposed organizational structure and staffing distribution


Business Continuity Management Unit
New York
1 P-5, Chief
1 P-4, Business Continuity Management Specialist
1 P-3, Business Continuity Training Officer
1 GS (OL), Administrative Assistant
United Nations Office at Nairobi
1 P-4, Coordinator
1 GS (LL), Administrative Assistant
2 GS (LL), Nurses
1 GS (LL), Driver
Medical Services Division
1 P-5, Senior Medical Officer
1 P-4, Public Health Officer
1 P-4, Medical Officer
1 GS (PL), Mental Health Nurse
1 GS (OL), Health Promotion Nurse
Department for General Assembly and Conference Management
1 P-3, Information Systems Analyst
ECA
1 P-3, Medical Officer
United Nations Office at Nairobi
1 National Officer, (Medical doctor)

Abbreviations: GS (LL), General Service, Local level; GS (OL), General Service (Other level); GS (PL), General Service (Principal level).